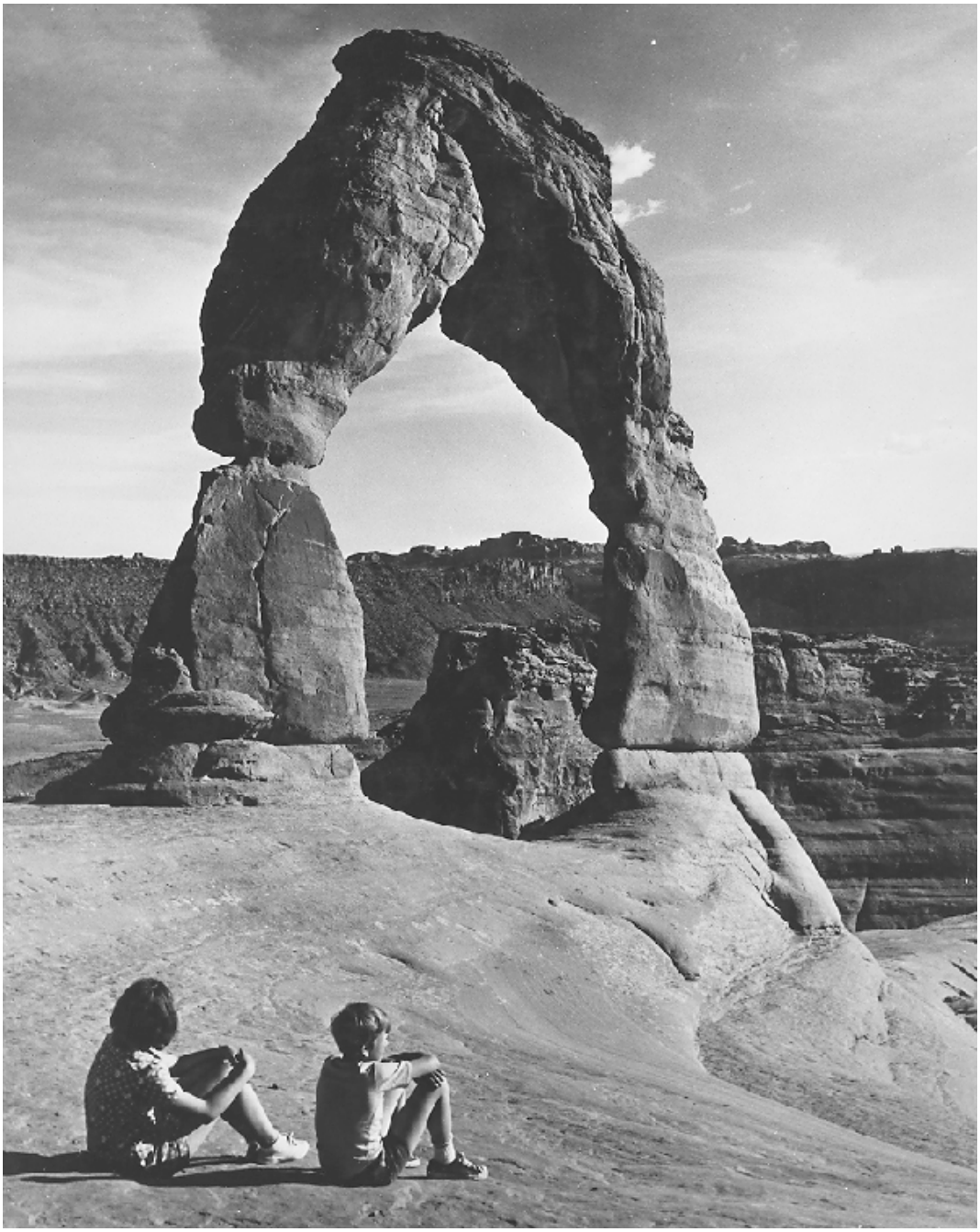
Who We Are:
A Strategic Plan for Utah's Cultural Resources
2009-2016



Delicate Arch in Arches National Park

UTAH STATE HISTORY

300 S. Rio Grande Street, Salt Lake City, UT 84101 history.utah.gov

Who We Are:
A Strategic Plan for Utah's Cultural Resources
2009-2016

UTAH STATE HISTORY

300 S. Rio Grande Street, Salt Lake City, UT 84101 history.utah.gov

Contents

Who We Are: A Strategic Plan for Utah's Cultural Resources, 2009-2016

Introduction

It's often said that structures and sites left by past peoples help us remember who we are.

That statement sounds like a cliché, but it is in fact profound. Cultural resources help form our collective memory. Historic structures ground us, through the course of a normal day, in the varied lives of people who came before. They can nudge us out of the narrow view of the here and now, the "me" and "mine," and help us to understand the many experiences of people like us and unlike us.

Ancient sites and structures go a step further—to remind us of all the experiences outside of the dominant culture and beyond the recent past.

This kind of memory, founded in the human landscape, provides context for the present moment, with its own experiences and choices.

Practically speaking

In a more concrete sense, cultural resources such as structures, sites, landscapes, and traditional cultural properties provide:

- A rich texture of materials, craftsmanship, style, and landscapes to make communities more vibrant and interesting
- Increased economic value of buildings and districts through:
  - High-quality materials
  - Craftsmanship that is difficult to duplicate today
  - High demand for unique, beautiful spaces
  - Increased pedestrian and visitor appeal
- Sustainability through:
  - Less construction and demolition debris
  - Less use of new materials
  - Energy savings through preserving "embodied energy" and by avoiding the energy costs of new construction, such as transportation, demolition and construction
- Less expense through rehabilitation and reuse of infrastructure
- Perspective on long-term environmental and social trends
- Understanding of human adaptations to and effects on environments
- Destinations for cultural heritage tourists
- A non-threatening way for educators to approach sensitive topics such as race, social relations, religion, and tolerance
- A way to research and understand the past from a different perspective, based on the physical evidence of the past and sustained by historical context.

Past successes for Utah's cultural resources

Over the past 10 years, Utah has made great strides in the preservation of cultural resources. The decade has seen such important, major renovations as the Utah State Capitol, the Salt Lake Tabernacle, and the Provo Public Library, as well as countless smaller projects of renovation and re-use. More than 11,000 buildings have been added to the National Register of Historic Places. A Traditional Buildings Skills Institute has flourished, and scientists have begun to study the unparalleled archaeological record in Range Creek Canyon. Congress created two National Heritage Areas in Utah, and other parts of the state are actively developing heritage tourism. Many members of the public value cultural resources and seek them out as part of their everyday lives, work, and leisure.

Present and Future Challenges

Despite such progress, at this moment Utah's cultural resources face serious threats. In the minds of many, economic development outweighs preservation; many, in fact, feel that preservation impedes economic development. Similarly, many feel that practicality and preservation are incompatible. When conflicts arise, cultural resources often get short shrift.

In addition, oil and gas development, population, and recreation—all increasing at steep rates, threaten and damage resources.

Finally, a younger generation that is highly engaged with technology and popular culture likely has little consciousness of the value of cultural resources.

Players in Utah Preservation

Utah's preservation community is broad. 94 Certified Local Governments (CLGs) in the state work to preserve buildings within communities. Several Heritage Areas and Preserve America communities bring history to life by interpreting the past through the human-influenced environment. The state also has active groups such as the Utah Heritage Foundation, Utah Statewide Archaeological Association, Utah Rock Art Research Association, Utah Professional Archaeological Council, Colorado Plateau Associates, and trails advocates, as well as various groups working to save specific buildings or sites. Consultants and educators play major roles in preservation, as do architects, builders, craftspeople, agencies, and developers who understand the multiple contributions cultural resources can make.

All these contribute to the preservation, understanding, and interpretation of Utah's cultural resources.

About this Plan

In partnership with these groups, Utah's State Historic Preservation Office (SHPO) has produced a strategic plan for Utah's cultural resources for the years 2009-2016.

The plan includes direct strategies for preserving resources, but its emphasis is on public attitudes. Over the last two or three decades, public attitudes have shifted dramatically in favor

of cultural resource preservation, but the shift is not yet strong enough to prevent further unfortunate losses of Utah's cultural resources.

This plan includes:

- A vision for Utah's cultural resources through the year 2016
- Strategies and action steps for achieving the vision
- Appendices
    - Cultural Resources in Utah
    - Statutory Responsibilities of the State Historic Preservation Office and Antiquities Section
    - How This Plan Was Developed
    - Annotated Bibliography

This plan replaces "History Looks to the Future: Planning for Utah's Future," printed in 2001, and addresses preservation activities in Utah for the next seven years. The next plan will be produced in 2016.

VISION FOR UTAH'S CULTURAL RESOURCES: 2016

Lewis Brothers Stage, Baker Motor Company, Salt Lake City, Nov. 10, 1934
Brigham Young Beehive House and Eagle Gate in background

Present and future challenges

Utah's cultural resources* are faced with these challenges:

- Growth—suburbs, commercial development, redevelopment, monster homes.
- Increased visitors to backcountry areas through cultural tourism, hiking, mountain biking, and ORVs.
- Oil and gas and other resource extraction.
- Unprecedented dissemination of information about archaeological sites (photos and GPS coordinates) through the Internet.
- Attitudes and actions that do not value or that devalue cultural resources.

*Cultural resources include:

Regions, communities, neighborhoods, Main Streets
Buildings as revitalizers of the above
Landscapes, farms, ranches, industrial areas
Traditional cultural areas
Structures
Archaeological and historical sites
Information contained in sites
Rock art
Traditions and traditional skills and products

Taking into account these challenges, the Utah State Historic Preservation Office (SHPO) sets forth this vision for Utah's cultural resources thru the year 2016:

Overarching Vision

The public's connection with cultural resources has grown stronger and more meaningful—resulting in a better understanding of their inherent value, and in the enhanced public stewardship of these precious resources.

The following areas contribute to this vision:

Understanding and Attitudes

- Advocates for cultural resources articulate and communicate their value in a clear message. This message has become part of the public consciousness.
    - Utah's heritage organizations communicate this value proactively in a variety of ways. This message underlies everything heritage organizations do.
    - Heritage organizations educate and give guidance about the value of each type of resource—for instance, regions, landscapes, landmark sites as well as vernacular sites and sites that are valuable for the information they provide.
- The average citizen understands what cultural resources are and the value they have in his or her own life, the lives of others, and the well-being of communities.
- Elected officials support the preservation and careful development of cultural resources.
    - Cultural resources have the space at the table they deserve. The resources are no longer undervalued but have value in policy deliberations.
    - Elected officials recognize and act on the importance of historic preservation—the regions, areas, districts, buildings, sites, and landscapes that are important to citizens as well as the landmark buildings and sites.
    - City, county, and federal agencies embrace cultural resources as economic resources.

Relationships with Resources

- The public has a profound connection with the past as they experience regions, areas, districts, sites, structures, and landscapes--both landmark sites and "everyday" historical resources.
    - Planning processes take into account ways to enhance the public's experience with resources, to make the experience immediate.
    - Planners, developers, and resource managers identify and manage the resources that people value, in ways that weave these resources into the fabric of daily lives.
    - The public understands history through interaction with actual, authentic areas, sites and structures. As they experience the built environment and landscapes, walk on trails, visit archaeological sites, and experience the stories told by these resources, they understand their own and others' pasts more profoundly.

Preservation of Resources

- Citizens work toward continued growth in the number of new historic districts and Heritage Areas as well as for continued quality development of districts and areas.
- Owners want to maintain and enhance the historic integrity of their properties, and they carefully consider preservation, restoration, re-use, and interpretation.
- Communities, owners, and land managers preserve and enhance entire historic contexts.

Planning

- Communities integrate historic preservation (including regions, areas, districts, buildings, neighborhoods, commercial areas, landscapes, prehistoric sites, and viewscapes) into all aspects of community planning.
    - As cities and counties plan for growth, their master plans and emergency preparedness plans include a preservation component.
- Every community is given every opportunity to become a Certified Local Government (CLG).
- Communities are engaged in identifying the districts, buildings and sites that have special interest for them.
    - Citizens have a voice in identifying what's important to them.
    - Communities have a continuous, vital dialogue about their heritage resources.
- Building owners combine historic preservation and energy efficiency measures in renovations.
- Building owners seek, identify, and implement innovative solutions for seismic upgrades that meet the Secretary of Interior Standards.

Organizations and Agencies

- Heritage organizations and agencies of all kinds work together to promote cultural resources.
    - CLGs, Heritage Areas, and archaeology organizations are engaged and active, proactively working toward preservation and interpretation.
    - Heritage industries engage in the political process and are sitting at the table with other interests.
    - Broad partnerships, including government agencies, nonprofits, and private industries, collaborate to seek win-win outcomes to preservation-related issues.

Public Involvement

- Citizens understand how to preserve resources and how to get involved in and influence the preservation of resources.
- Citizens engage with the cultural resource management process. The public can easily provide public input into cultural resource management.
- Interested parties have every opportunity to have their voice heard and to engage in dialogue over planning and resource-related decisions.

Grants and support

- Owners, organizations, and communities have more money, financial incentives, and tools available to them for preserving and interpreting resources.
- Organizations and communities have access to more technical support.
- Building owners, communities, organizations, and Heritage Areas have access to more web-based preservation tools.

STRATEGIES AND ACTION STEPS

Hotel Highway, Kanab, Utah

The following lists of strategies and action steps are suggestions of the types of activities those involved in Utah preservation might carry out to achieve the above vision. The lists are not all-inclusive, nor do they assign agents to carry them out. Each heritage organization and agency must decide which, if any, of these or other action items it will carry out, alone or in partnership with others, consistent with its mission.

These action steps correspond to each of the elements of the above vision. They are not presented in any hierarchical order.

Understanding and Attitudes

1. Help the general public recognize, embrace, and actively participate in the management of their heritage.
    a. Develop local heritage education partnerships.
    b. Educate building owners about the historic and practical value of their buildings.
    c. Collect and make available oral histories that relate to area, place, and sites, and creatively use them to help the public connect to those places.
    d. Work with the tourism industry to provide site etiquette information and site interpretation for visitors.
    e. Effectively use various communication strategies to educate the public.
    Examples:
        - *Websites*
        - *Newsletters*

- *Public events, such as conferences, seminars, field trips, and meetings*
- *Media relations*
- *High-profile spokespersons*
- *Publications*

f. Incorporate history into public spaces.

Examples:

- *The Cache Valley project that put vignettes about historical events on plaza stones*
- *The project at Salt Lake's Gateway that put poems about history on stone markers*
- *The Trax light-rail stations that reference Utah's past*

2. Involve Utah's business and cultural leaders in promoting cultural resources, with the goal of increasing funding and visibility.
3. Develop a process for helping legislators and city and county officials understand and appreciate cultural resources.
    a. Personalize history for policy-makers.
        i. Communicate to elected officials what has been done in their respective jurisdictions, and the outcomes.
    b. Stress economic and quality of life benefits.
        i. Help local economic development offices identify and promote local heritage resources.
    c. Combat perceptions of obstructionism: Educate officials and general public about the advisory role—not regulatory—of State History.
4. Enhance K-12 education.

    Examples:

    - *An Adopt a Barn or Heritage Site program*
    - *Exchange of ideas/teaching aids among educators from different states and regions*
    - *Interactive CD or web site to introduce students to cultural resources and sites*
    - *Community groups working directly with classrooms or schools*
    - *Use of local museums and organizations to help teach history*
    - *Involving kids in participatory democracy concerning cultural resources*
5. Publicize and celebrate successes: Develop recognition programs that support and validate the positive achievements of local individuals and communities.
6. Promote local public meetings better.
7. Strengthen and expand advocacy programs.
    a. Become involved in the front end of Environmental Impact Statement and Resource Management Plan processes (before the public comment stage).
    b. Involve diverse individuals and organizations in advocacy.

Relationships with Resources

1. Enhance interpretation of historic communities, areas or sites.
2. Provide opportunities for the public to access and interact with tangible resources.
    a. Make history and prehistory on public lands come alive for visitors.
    b. Identify sites for enhancement.
    c. Develop and market appropriate historic and prehistoric sites for tourism, education and research.

   d. Involve the public directly in documentation, research, and preservation activities.
3. Use databases to enhance the public's relationships with resources
   a. Use GPS for driving tours, etc.
   b. Develop data on Heritage Areas, historic sites, cemeteries, scenic byways, etc.
   c. Keep databases (historic sites, archaeological sites, cemeteries, etc.) up to date and expand them.
4. Develop and promote heritage tourism as economic development, particularly rural economic development.
   a. Conduct market analyses: Identify customers.
   b. Find and attract customers.
   c. Promote heritage sites and experiences.
      Examples:
      - *Publications at visitors' centers*
      - *Roadside guide to Utah's heritage*
      - *History "passports"*
      - *Highway signs*
      - *Audio driving tours*
      - *Websites*
   d. Support Heritage Highways and Heritage Areas that sustain both quality of life and economic development within regions, cities, towns, and neighborhoods.
   e. Develop heritage products as a component of rural economic development.
5. Expand community support, partnerships, and grants through such programs as Preserve America and Cultural Heritage Council.
6. Provide training and support for programs that increase understanding of contexts (such as oral history programs).

Preservation of Resources

1. Put emphasis on the overall cultural environment that sets the context for sites and structures, such as landscapes, vistas, sky, plants, animals, sounds, and smells.
   a. In consultation with stakeholders, create new standards for identification that stresses a holistic approach to cultural resource preservation.
   b. Involve landscape architects, historians, archaeologists, cultural geographers, biologists, and open space and land conservation groups in identifying and preserving wider historical contexts.
2. Rethink preservation strategies and work processes
   a. Proactively combat vandalism.
      i. Vigorously enforce existing vandalism laws.
      ii. Consider ways of working with vandals rather than just seeing them prosecuted.
3. Address cumulative recreational impacts, particularly on public lands.
   a. Use section 106 review process.
   b. Use dialogue and collaboration.
   c. Work to increase knowledge of site etiquette.
4. Reduce the impact of development on cultural resources.
   a. Find ways to protect valuable resources.
   b. Develop effective advocacy strategies.

    c. Develop educational tools.
5. Improve the implementation of the Native American Grave Protection and Repatriation (NAGPRA) process.
6. Implement active preservation planning outside of project-specific, Section 106 compliance contexts.
7. Increase the number of multiple property and historic district National Register nominations as a tool for preservation.
8. Continue the state preservation tax credit, and educate building owners about it.
9. Distribute guidelines on building rehabilitation to residents and local governments.
10. Encourage adaptive re-use of institutional buildings that no longer serve a population's or institution's needs.
11. Implement effective strategies to preserve barns.
    a. Continue and expand the barn stabilization project.
    b. Implement state tax credit incentives for preserving barns.
12. Identify and increase protection of historic structures such as bridges, roads, railroad grades, canals, telegraph lines, walls and fences, mines, windmills, grain elevators, kilns, bandstands, railroad cars, etc.
13. Proactively manage archaeological and historical sites.
    a. Identify and study sites.
    b. Nominate sites for National Register.
    c. Do archaeological surveys proactively, not just in response to Section 106 requirements.
    d. In partnership with such organizations as the Trust for Public Lands and Nature Conservancy, use incentives and tools such as easements.
14. Use improved information collection and delivery to help manage resources.
    a. Expand the state's archaeological database.
    b. Make a historic sites database available to the public.
    c. Index, digitize, and properly store documentary records pertaining to cultural sites.

Planning

1. Incorporate cultural resource considerations into long-term planning for communities and Heritage Areas, working to ensure that resources are preserved and sustained.
    a. Educate local governments and agencies to look at the big picture or the whole resource (i.e., cultural landscapes), rather than individual pieces.
    b. Provide training for city and county planning commissions, staffs, and others, to help them understand the value of historic preservation to the life of the community.
        i. Educate planners about how to include historic preservation in planning.
        ii. Help elected officials understand how historic preservation can reduce urban sprawl and the cost of new infrastructure.
    c. Educate officials on the full range of planning and land-use tools available to them, including design review, design guidelines, downzoning easements, restrictive covenants, and financial incentives.
2. Provide effective support for local groups who are working for preservation in areas where attitudes toward preservation are not favorable.

3. Encourage cities and counties to appoint representatives of heritage organizations to planning commissions and other boards.

Organizations and Agencies

1. Foster cooperation/coordination.
    a. Create forums for networking and roundtable discussions among partners.
        i. Share successes, failures, lessons learned.
        ii. Provide technical assistance, professional development, idea-sharing, knowledge, resources.
        iii. Facilitate connections between groups to identify and share resources.
    b. Expand partnerships among agencies and community groups.
        i. Work with agricultural and natural resource land preservation groups.
        ii. Work with local colleges to develop adult continuing education programs.
        iii. Develop regional, local, and neighborhood heritage partnerships to pursue larger goals.
2. Hire and train experienced and qualified cultural resource specialists with a good understanding of the local resources and the many issues surrounding these resources.
3. Seek to:
    a. Make good cultural resource management decisions.
    b. Develop methods and programs that can deal with the more subtle and complex indirect and cumulative effects.
    c. Expand the scope of direct preservation activities.
    d. Plan for resource conservation outside of statutory responsibilities; develop and manage active preservation planning outside of project-specific, Section 106 compliance contexts.
    e. Create mechanisms for public education and involvement.
4. Cooperate among organizations.
    a. Meet annually as heritage organizations to discuss issues; receive training; report on activities, successes, and failures; share ideas; plan together.
    b. Hold regional workshops and networking meetings to identify opportunities for partnerships and provide training.
    c. Encourage and support formal partnerships among local, state, and federal agencies and private and nonprofit communities.
    d. Cooperate among U.S. Attorney's office, agencies, and State History to encourage enforcement of current vandalism laws.

Public Involvement

1. Develop an effective, comprehensive statewide site stewardship program.
    a. Combine separate programs into one.
    b. Include funding, full-time oversight, web reporting system, volunteers, and a coordinated database of site reports.
    c. Create an easy way for the public to provide input and to monitor sites and projects.

   d. Where recreational impacts are severe, coordinate site stewards and/or organizations to assist agencies in inventory, monitoring, and education.
2. Involve more students and teachers.
   a. Expand educational outreach to help children and adults understand and participate in history and prehistory.
      i. Provide workshops, field trips, classroom visits, and teaching tools, particularly on the web.
3. Involve the public in archaeological fieldwork.
4. Develop policies and practices designed to ensure that public participation in heritage resource planning and interpretation processes are enshrined in federal preservation law and are adequate, broad-based (both local and statewide), and as collaborative as possible.

Grants, Financial Incentives, and Support

1. Provide training to nonprofit groups and communities, including regional workshops on how to leverage resources.
2. Develop strategies to increase funding for cultural resource protection, interpretation, and development.
   a. Continue and expand grants to groups who preserve and develop cultural resources, particularly to Certified Local Governments (CLGs).
   b. Develop grassroots lobbying efforts to increase grants.
   c. Provide help to organizations in obtaining and managing grants.
      i. Publicize availability of grants from all sources.
      ii. Pursue grants from all sources.
      iii. Manage grants for maximum leverage.
      iv. Streamline grants processes.
   d. Develop and leverage meaningful outcome measures for grants projects.
   e. Expand low-interest loans for historic preservation.
   f. Develop and publicize other financial tools and assistance.
      i. Help building owners take advantage of tax benefits such as credits for preservation, low-income housing, and energy conservation.
3. Increase technical assistance.
   a. Provide better outreach resources, using the county extension model.
   b. Provide resources to help with community planning.
   c. Provide resources, tools, and technical assistance through the Web.

Appendix I

Board of State History

Mr. Michael W. Homer, Chair	Salt Lake City
Dr. Claudia F. Berry	Midvale
Mr. Scott R. Christensen	Salt Lake City
Dr. Ronald G. Coleman	Salt Lake City
Ms. Maria Garciaz	Salt Lake City
Dr. Robert S. McPherson	Blanding
Ms. Chere Romney	Salt Lake City
Mr. Max J. Smith	Salt Lake City
Dr. Martha Sonntag Bradley, Vice-Chair	Salt Lake City
Dr. Gregory C. Thompson	Salt Lake City
Mr. Michael K. Winder	West Valley City

Appendix II

Cultural Resources in Utah

What We Know

The SHPO and its partners know much about Utah's prehistoric sites and historic built environment after 30 years of surveying, documenting, and registering cultural resources. Currently, the state's files include more than 102,000 buildings and historic sites and nearly 70,000 prehistoric sites (the actual number of prehistoric sites in the state probably ranges from 500,000 to 1.5 million).

The BLM, Forest Service, National Park Service, and other land management agencies have been active partners in identifying their cultural resources. Ninety-plus Certified Local Governments (CLGs) provide a broad and effective network for data collection. Survey data are also generated each year through the 106 process for historic resources, as the Utah Department of Transportation and other government agencies assess the impact of their projects on cultural resources.

New surveys, resurveys, and archaeological investigations update the data.

As a result of data gathering and digitization, 30,000 archaeological sites are now accessible online to consultants in the state's Geographic Information System (GIS) database. More are being added. The National Register files have been digitized and are available on the National Park Service National Register website. A new Historic Sites Database, projected to be completed in 2010, will provide access to much more information.

Data have been and continue to be collected on landscapes in various regions of Utah. Communities, heritage areas, and the State Historic Preservation Office continue to discuss the importance of historic landscapes. However, no historic cultural landscapes have been nominated to the National Register so far; the initiative to do so primarily lies with the local preservation and history groups.

The following briefly summarizes the types of cultural resources in Utah and preservation issues.

Buildings

Buildings include large, elaborate mansions and high-rises in urban settings, modest adobe houses and agricultural outbuildings in rural areas, and factories and warehouses in industrial areas. Given the limited timber supply throughout most of the state, brick has been the most common building material throughout the historic period (up to 50 years ago). Brick is the primary material on the majority of historic buildings. From a preservation standpoint, brick weathers well and requires little maintenance, but it is vulnerable to damage in earthquake-prone Utah. Addressing seismic issues with unreinforced masonry buildings has been, and will continue to be, a focus for the SHPO and other preservationists. Bringing older buildings up to more recent building code standards while retaining their integrity is also a major preservation issue.

> **Houses** are by far the most common building type in Utah, constituting 73 percent of the documented buildings. As might be expected, the older the house, the more rare it is. For example, houses from the pre-railroad decades (1840s-1860s) comprise only .5 percent of the documented historic residences, while those from the more populous late-nineteenth century (1870s-1890s) and the early twentieth century (1900-1930) dominate the database with 14.1 and 31.4 percent, respectively. The most common house in Utah is a 1920s brick bungalow

with modest Prairie School or Arts & Crafts styling - although, since World War II-era Cottages and Ranch houses are now considered historic, architectural inventories will increasingly reveal a dominance of these house types.

The preservation strategy for residential buildings relies heavily on documenting and listing them in the National Register as part of either a historic district or multiple property nomination. This qualifies them for state rehabilitation tax credits. Individually listed homes have been, and will continue to be, part of the preservation effort, though likely to a lesser extent than in the past, as CLGs focus their efforts more on "group" nominations. Older "thematic" nominations for specific residential building types, such as stone houses in certain communities, Scandinavian-American pair houses, and urban apartments, have provided useful contexts for understanding and promoting the preservation of unique building types.

The state's 20 percent tax credit is a strong incentive for encouraging the rehabilitation of historic residential buildings. Since the tax credit's inception in 1993, more than 757 rehab projects have been approved, with many more expected in the coming years, a byproduct of the recent additions of large historic districts to the National Register.

Commercial buildings are the second-most common building type, though they comprise only 14 percent of the documented buildings. These include stand-alone, one-story "Mom and Pop" buildings; "Main Street" districts of one- and two-story buildings; and high-rises in urban centers. Some of these buildings are clustered in historic districts. However, changes in older commercial districts over the years have rendered most of them ineligible as historic districts, necessitating either a multiple property or individual listing approach for getting buildings on the National Register.

Public and institutional buildings include churches, schools, city halls, county courthouses, gymnasiums, libraries, and so forth. These include some of the most prominent and recognized historic buildings in the state. Already listed on the National Register are many of the most distinguished of these buildings. The less prominent examples are getting attention now as well, as architectural historians and local citizens have researched and developed appropriate contexts for understanding their unique characteristics and contributions.

Multiple property National Register nominations for institutional buildings have addressed, among others, Carnegie libraries, New Deal public works buildings (including schools, city halls, and libraries), Jewish synagogues, and Mormon Church meetinghouses and tithing offices.

ADA and seismic issues are usually a challenge with these buildings. Many are also threatened because (1) they are no longer large enough to suit the growing institutions that occupy them; (2) their spaces are no longer configured to facilitate the way the institutions carry out their functions (e.g. too-small classrooms in schools); or (3) population shifts have left them underused or unnecessary (e.g. downtown churches and inner-city schools). Adaptive use is often the only way to preserve these buildings.

Industrial buildings—factories, warehouses, mining buildings, and light industrial facilities—are an often-neglected cultural resource. The National Register lists a number of railroad stations, but often not the surrounding support buildings, though they are integral to the operations of the shipping and distribution industry. The Warehouse Historic District in Salt Lake City is one of the few National Register listings associated with industrial buildings. Its

boundaries could be expanded, and warehouse districts in some of Utah's other larger cities could be documented and listed in the National Register.

Only in the past few decades has there been widespread interest in preserving and reusing these unique structures. Their large, open floor plans and relatively inexpensive purchase prices have enticed a number of developers to rehab them for offices, restaurants, and condominiums. These buildings usually need less structural upgrading than commercial or institutional buildings to meet current codes and building needs, because they were designed for heavy-duty purposes. One challenge in rehabbing these buildings, however, can be retaining their open, industrial character as they find new uses.

Agricultural buildings, such as barns, granaries, chicken coops, winter corrals, and so forth, are often documented and registered as part of a farmstead complex, rather than as individual structures. Increasingly, we study these structures as part of the larger cultural landscapes of which they are a part. This approach is more comprehensive—and challenging—since it involves a broader range of disciplines, including landscape architects, historians, archaeologists, and cultural geographers. Other partners in this effort are open space and land conservation groups. The primary goal of these groups - to preserve green space and farmland - coincides with historic preservation goals.

While many of the smaller agricultural outbuildings, such as granaries, are easily adapted to new uses, the larger buildings, primarily barns, are more of a challenge. They are not large enough or configured properly to accommodate modern farming equipment, so they are often left vacant or underused and are not kept up. Due to their large size and frequently poor condition, the cost and effort to rehabilitate them is overwhelming to many barn owners. Currently proposed revisions to the state rehabilitation tax credit would provide a financial incentive for restoring them.

Structures

Historic structures, independent from buildings or building complexes, include a broad range of resources: bridges, roads, railroad grades, canals, telegraph lines, walls and fences, mines, windmills, grain elevators, kilns, bandstands, railroad cars, aircraft, and other "functional constructions made for purposes other than creating human shelter." These types of resources, listed on the National Register in Utah, are not common. Increasingly, however, we are examining these resources and developing historic contexts for them. For example, we study canals in several parts of the state as irrigation systems are upgraded. The Utah Department of Transportation (UDOT) inventories highway bridges to better understand which ones are significant and as part of the mitigation process when replaced. The number of railroad grades documented and listed on the National Register increases as public interest in them grows and as rails-to-trails conversions take place. Recently the Carter Road, named after Judge William A. Carter, constructed in 1881 and 1882, and used by the Army until 1884 was added to the National Register of Historic Places.

Linear structures, such as railroad grades and canals, have proven especially challenging and raise questions about both documentation standards and preservation. What is appropriate and thorough documentation for a 90-mile railroad grade with dozens of culverts, bridges, sidings, town sites, and peripheral features? Is the integrity of a canal preserved when it is dredged, and upgraded with a new liner and new concrete diversion structures? How much widening, straightening, and smoothing can a historic road endure before its integrity is compromised? These and other questions are currently being addressed by SHPO staff, consultants, CLGs, and government agencies in order to better understand and preserve these very important but often overlooked resources.

Sites

Sites include ruins of historic and prehistoric structures, rock art, cemeteries, trails, landscapes (both designed and not designed). Less-obvious sites might include the location of an important, one-time event such as a treaty signing or battle. Or they might include traditional cultural properties or natural features that have cultural significance, such as a grove of trees where early settlers gathered for recreation.

The most common prehistoric sites on or determined eligible for the National Register in Utah are archaeological sites, such as habitation, storage, ceremonial, and rock art sites.

The record of human use of the region spans over 11,000 years, from the late Pleistocene period, when glaciers carved canyons in the mountains of the state and Lake Bonneville covered much of the Great Basin. Paleo-Indian and Archaic hunter-gatherers inhabited the Basin and Plateau regions of the state for 9,000 years. The Anasazi and Fremont cultures supplanted them in the archaeological record. Within the last 1,000 years, ancestors of the modern tribes of the area—the Utes, Shoshone, Goshutes, Paiutes, and Navajo—established themselves in the region.

These ancient cultures left their legacy in archaeological deposits, in the fantastic and mysterious art on the walls of canyons, in finely crafted homes and structures that are still standing today, in campsites, and in the cultural landscapes that still exist.

Many of these resources are of national importance. One of the largest collections in the United States of Paleo-Indian sites associated with early marsh systems is located in Utah's West Desert. These sites have the potential to provide valuable information about the earliest human occupants of the region.

Large sources of obsidian, a volcanic stone used for producing ancient stone tools, are found in Utah, and are associated with dense ancient occupations that can reveal population movements, landscape exploitation, and other crucial pieces of information about past lifeways in a desert environment.

Nearly all archaeological expressions of the Fremont Complex, a unique adaptation that included farming and hunting and gathering are found within the state's boundaries. In some areas of the state, such as Range Creek Canyon, these resources remain highly preserved, at a level unique in the entire country. Southern and Southeastern Utah also includes high densities of spectacular Anasazi cliff dwellings and village sites that are relatively under-explored archaeologically and un-developed for visitation. These sites can also be a source of education, public enjoyment, community empowerment, and even community economic development if considered and planned for under careful, preservation-oriented processes.

Large collections of sites associated with the ancestors of the modern tribes also provide unprecedented opportunities to link the important cultural heritage of modern tribes to their own past.

Utah also has large and spectacular collections of prehistoric and protohistoric rock art in many nationally recognized locales such as Nine Mile Canyon, Clear Creek Canyon, the Parowan Gap, and Land Hill.

European immigrants left an abundant archaeological legacy as well, in both remote and urban settings. These historic archaeological sites, which include long-abandoned town sites, historic trash dumps, military campsites, mining sites, and so forth, can also provide information about the past. All told, the valuable and unique archaeological resources of Utah can provide present citizens with a concrete link to the many ways people have adapted to a unique landscape, and they can form a vital role in the continuing saga of the development of Utah's communities.

The documentation of sites usually requires skills beyond those possessed by typical architectural historians or historians who routinely document buildings and structures. They often call for the skills of specialists in such diverse fields as historic landscapes, rock art, military history, industrial archaeology, cultural geography, anthropology, and the full range of both historic and prehistoric archaeology. Documentation of archaeological sites by excavation is destructive by its nature. It is undertaken very judiciously and only under the strict supervision of professional archaeologists.

Sites are often quite fragile, easily damaged by unrestricted visitation and unauthorized collection of remnant artifacts. The settings of sites are also vulnerable. Placing a freeway adjacent to a mid-nineteenth-century treaty site would severely compromise its historic character and feeling. Balancing the desire to publicize and interpret sites with the need to protect and preserve them is one of the major challenges in dealing with sites.

Objects

Sculptures, monuments, boundary markers, statues, and fountains are among the most common examples of historic objects. They are primarily artistic in nature and relatively small in scale. Objects are not a common resource type in Utah, though there are a handful of them listed on the National Register, including the freestanding 1870s clock on Salt Lake City's Main Street and the Sugar House Monument. We expect to identify more objects in the coming years, especially as 20th-century objects reach the 50-year threshold. Most of these will be in urban areas as opposed to rural or small-town settings.

Districts

The most common historic districts are collections of homes in residential neighborhoods and commercial buildings in downtown business districts. There are other types of historic districts as well: college campuses, Forest Service research facilities in remote locations, ranch complexes, warehouse and railroad districts, military bases, archaeological districts, and combined historic and archaeological districts.

There are currently 56 National Register districts in Utah, 17 created since 2000, with several more on the way. This recent surge in historic district listings is due primarily to the efforts of the Certified Local Governments (CLGs), which have advanced systematically through reconnaissance and intensive level surveys to the preparation of both multiple property and historic district nominations. Historic districts, when justified, are encouraged by the SHPO because they are the most efficient means of listing eligible resources, and they are the most effective tool for documenting, interpreting, and preserving both the individual resources and their collective character and related contexts.

In order to better protect the character of historic districts, CLGs and other community groups are continuing to examine the full range of planning and land-use tools available to them, including design review, design guidelines, downzoning, the use of easements, and restrictive covenants. The promotion of financial incentives is also important, including the state and federal rehabilitation tax credit programs and local grant programs, where they exist.

Public education is also an important tool in generating support for historic preservation in historic districts. Home tours, archaeological tours, brochures, neighborhood gatherings, the placement of site markers, and so forth, all help to create greater public awareness and appreciation for historic districts.

Heritage Areas and Corridors

These regional areas, often including several counties and sometimes parts of more than one state, are a new feature in Utah. They combine areas of like heritage or themes. Prehistoric, military, mining and Mormon themes, understood in a larger context, include landscapes, regional contexts, and multi-disciplinary approaches. In Utah, five Heritage Areas and Corridors are in some stage of development. They include: Trail of the Ancients Heritage Area, with its Native Americans theme; Great Basin Heritage Area, with its open space and mining themes; Mormon Pioneer National Heritage Area, with its Mormon development and American Indian themes; Bear River Heritage Area; and Uinta Headwaters Council.

A new heritage area/corridor state program, the Cultural Heritage Council (CHC), now serves complex, multi-jurisdictional entities and has been expanded to serve neighborhoods, communities, recognized districts, cultural organizations, and designated byways and corridors. The CHC provides grants, technical assistance, and web tools for those entities seeking to develop their heritage tourism.

Appendix III

State History's Statutory Duties and Responsibilities

The Utah State Legislature has determined and declared that "the public has a vital interest in all antiquities, historic and prehistoric ruins, and historic sites, buildings, and objects which, when neglected, desecrated, destroyed or diminished in aesthetic value, result in an irreplaceable loss to the people of this state."

State History—which includes the State Historic Preservation Office (SHPO) and the Antiquities Section—works on many different fronts to protect these fragile and valuable resources, to study them and make the results widely accessible to the public, to support adaptive re-use of buildings, and to involve citizens in the appreciation of our cultural heritage.

Under Section 106 of the National Historic Preservation Act (§ 16 U.S.C 470) and its implementing regulations (36 CFR 800), the SHPO provides comment on federal agency efforts to consider cultural resources such as historic buildings and archaeological sites in the course of federal undertakings. Additionally, under state code (§9-8-404) state agencies are also required to consider the effects of their undertakings and request comment from the SHPO office. Our office currently reviews hundreds of such cases a year. The SHPO currently reviews more than 2,000 federal agency requests per year and hundreds of state agency requests regarding the identification of eligible sites and buildings and mitigation strategies. In support of agency efforts, the SHPO provides ongoing advice and partnership assistance with agencies as they consider cultural resources during their undertakings.

The SHPO plays a significant role in federal, state, and local government preservation planning efforts. Section 110 of the National Historic Preservation Act requires federal agencies to undertake cultural resource identification and planning efforts for long-term planning and not simply in response to project-specific demands. The Utah SHPO office assists federal agencies with their efforts to comply with Section 110 through encouragement, comment, and collaboration on multiple efforts. In the recent past these efforts have focused on returning the value of Utah's cultural resources to the public through National Register nominations, public interpretation opportunities, public education partnerships, and preservation/development of resources. A number of state agencies have also undertaken general preservation planning, documentation, and public return efforts, and the SHPO office has supported these efforts through a variety of financial, labor, and support techniques.

The Certified Local Government (CLG) program is large and vibrant in Utah, with more than 90 CLGs formally recognized. The SHPO office works closely with CLGs to help them recognize, plan, and preserve their cultural resources. These efforts have included education via conferences and seminars, direct contact, and grants.

The legislature has declared that the preservation and restoration of historically significant real property and structures as identified by the State Register of Historic Sites are in the public interest of the people of the state of Utah and should be promoted by the laws of this state. The statutes provide for the preservation of historic buildings by specifying the state's participation in the National Register process. The legislature has also provided a 20% tax credit for rehabilitation of residential buildings on the National Register.

The Utah State Legislature has declared that antiquities, or archaeological, historical, and

anthropological resources, are of interest to the citizens of the state and to the beneficiaries of the school and institutional land grants, and that these groups have a right to the knowledge derived and gained from scientific study of antiquities (UCA §9-8-301 (1)). The legislature has further declared that the scientific study of antiquities, the preservation and protection of sites, the collection, placement in a repository, and exhibition of specimens are appropriate. It has provided guidance for seeing that the survey, excavation, curation, study, and exhibition of the state's archaeological and anthropological resources be undertaken in a coordinated, professional, and organized manner for the general welfare of the public and beneficiaries alike (§9-8-301 (3)).

The legislature created the Antiquities Section of the Division of State History as the "authority of the state for the protection and orderly development of archaeological and anthropological resources" (§9-8-303). The section is responsible for the stimulation of research, study, and activities in the field of antiquities; the marking, protection, and preservation of sites; the collection, preservation, and administration of specimens until they are placed in a repository or curation facility; the administration of site survey and excavation records; and the editing and publication of antiquities records (§9-8-304). The Antiquities Section cooperates with local, state, and federal agencies and all interested persons to achieve these purposes.

Archaeological permitting in Utah is overseen by the Public Lands Policy Coordination Office (PLPCO). The Antiquities Section consults with PLPCO on research designs submitted in support of excavation permits. Discoveries of archaeological resources on lands owned or controlled by the state or its subdivisions or on private land must be reported to the Antiquities Section (§9-8-307).

Additional references to the Antiquities Section are found in §9-9-4, the Native American Grave Protection and Repatriation Act, and §76-9-704, abuse or desecration of a dead human body. Both of these statutes refer to the requirement for an antiquities permit prior to the excavation or removal of human remains of antiquity. The Antiquities Section also has statutory authority to assist private landowners with the recovery of ancient human remains on non-state land (§9-8-309). The Section then assists with the repatriation of these remains in accordance with §9-9-4.
The State's Cultural Sites Protection law (§76-6-9) forbids alteration, removal, or destruction of antiquities without the consent of the landowner, which, on state lands, is contingent upon possession of an antiquities permit.

In the last two years, the legislature passed laws stiffening penalties for archaeological vandalism and protecting ancient human remains.

Appendix IV

How This Plan Was Developed

In 2006, State History held four public meetings around the state: in Price, Logan, St. George and Salt Lake City. Participants in those meetings offered comments on history and preservation that included such concerns as the preservation of local sites and buildings, heritage-related economic development, public officials' attitudes, education of the public, support for organizations, and cultural resources in Utah as a whole.

Toward the end of 2006, State History chartered a strategic planning team to identify and make recommendations on the most pressing issues for the agency during the next seven years. Using the comments collected in the public meetings as well as input from other stakeholders, the team identified five major issues, three of which have direct bearing on cultural resources: Information Delivery, Partnerships, and Education.

State History sent the plan developed by this team to NPS, to its many partners, and to those who commented at the public meetings. Subsequently, several persons responded with suggestions.

NPS responded by calling for a plan that was not centered in State History but that provided a visionary plan for the entire state. All organizations and people working for preservation in the state would have a stake in and responsibility for this plan.

Using all the comments received and taking into account the work of the original strategic planning team, the SHPO office then revised the document to be more inclusive and broad-based.

Appendix V

Annotated Bibliography

Heritage Tourism

Blank, Uel. 1989. *The Community Tourism Industry Imperative: the Necessity, the Opportunities, Its Potential*. Venture Publishing, Inc., State College, PA.
This very readable book was designed as a teaching tool. The book discusses tourism as an industry; economic and socio-political implications; linking tourism with other systems; planning; and action steps.

Brass, Jane L., ed. 1994. *Community Tourism Assessment Handbook*. Western Rural Development Center, Oregon State University, Corvallis, OR.
This handbook is designed to guide communities through a process of determining their actual tourism potential. Communities are required to estimate the costs (social, economic and environmental) as well as the benefits before deciding whether tourism development is worth pursuing.

Cole, Barbara A. and Phillip B. Herr. 1992. *High Stakes Decision Making: Understanding the Choices Your Community Can Make*. National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036.
This two-part workbook helps community leaders and residents work together to determine the special characteristics they want to protect in their town when faced with rapid and transforming activity, such as limited stakes gaming, that could change their town forever. Probably the most important lesson that has been learned from existing limited stakes gaming towns is that good local decision-making and planning must occur before gaming begins.

Slavitt, Lesley. 1993. *Preserving and Revitalizing Older Communities: Sources of Federal Assistance.* Preservation Assistance Division, National Park Service, U.S. Department of the Interior.
This publication lists a variety of federal assistance programs which may not have traditionally been recognized for the role they can play in historic preservation. The programs include support for small businesses, job training, community facilities as well as programs designed to repair and rehabilitate housing. The book promotes the use of different forms of financial and non-financial assistance from the government being brought together to work for community revitalization and historic preservation.

Smith, Kennedy. 1988. *Mainstreet: Revitalizing Downtown*. National Mainstreet Center, National Trust for Historic Preservation, 1785 Massachusetts Avenue, NW, Washington D.C., 20036.
This training manual provides a comprehensive approach to downtown revitalization, based; on design, organization, promotion and economic restructuring. The manual emerged from the Main Street Project which was established by the National Trust for Historic Preservation. The project was designed to study the reasons why downtowns were dying, identify those factors impacting downtown health and develop a revitalization strategy.

Yuen, Cheryl L. 1990. *Community Vision: A Policy Guide To Local Arts Agency Development.* National Assembly of Local Arts Agencies. Washington, D.C.
This book offers some outlines, ideas and starting points as tools for putting together and maintaining a local arts agency. The book provides step-by-step start-up information for organizations preparing to plan a new local arts agency. For established local agencies it provides an index of alternative approaches and refresher techniques.

Planning for Heritage Tourism

Gunn, Clare A. 1988. *Vacationscape: Designing Tourist Regions* (Second Edition). Bureau of Business Research, University of Texas, Austin.
Vacationscape discusses the importance of designing tourism areas. Often tourism development becomes reactive rather than proactive. Informed and well-planned choices lead to well-designed tourism areas. Topics include attractions; destination characteristics and types; purposes, principles, and techniques; and international case studies.

Hough, Michael. 1990. *"Tourism: Searching for the Differences"*. *Out of Place: Restoring Identity to the Regional Landscape*. Yale University Press: New Haven.
Tourism has the potential to be a major force in the protection and maintenance of regional character. But like any other economic development, when the environmental and social values on which it depends are absent, the rich diversity of the natural and cultural landscape is degraded and somewhere becomes anywhere. This chapter examines some of the issues of identity in relation to this fast-growing and significant phenomenon affecting the contemporary landscape.

Interpretation

Anderson, Ann. 1994. *From Visitors to Volunteers: Organizing a Historic Homes Tour*. Contact the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.
Historic homes tours are an excellent source of income and visibility for preservation organizations. This valuable information booklet is a step-by-step guide to organizing a successful tour.

Grinder, Allison L., and E. Sue McCoy. 1989. *The Good Guide: A Sourcebook for Interpreters, Docents and Tour Guides.* Ironwood Publishing, Scottsdale, Arizona.
This innovative sourcebook is designed for use by anyone who guides tours or instructs the public in history, art, science and natural history museums, historical organizations and state and national parks. It includes profiles and characteristics of visitors and special groups, an overview of important learning theories and their application to the institutional or park setting.

George, Gerald and Cindy Sherrell-Leo. 1986. *Starting Right: A Basic Guide to Museum Planning.* American Association for State and Local History. Nashville, Tennessee.
This book targets community leaders, historical society officers, members of chambers of commerce, local parks department members and any others who may be involved in launching a new museum or expanding an existing one. The book is an A-Z guide on museum planning, covering such issues as the pros and cons of establishing any museum, advising on all aspects from exhibits and staffing to management through to fund raising and buildings.

Machlis, Gary E. and Donald R. Field eds., 1984. *On Interpretation: Sociology for Interpreters of Natural and Cultural History*. Oregon State University, Corvallis, Oregon.
The challenges that face interpreters in the last decade of the twentieth century suggest a critical need to re-examine the usefulness of the sociological perspective to interpretation. Several changes are fundamental: communications technologies, post-modernism, and the emergence of a global perspective to environmental issues. These trends challenge the way interpretation is practiced and increase its importance and relevance to modern society.

Uzzell, David. ed. 1989. *Heritage Interpretation: The Visitor Experience*. Vol. 2. Belhaven Press, London/ New York .
The emphasis of the book is that visitors' needs and interests should be at the heart of interpretation. It provides a comprehensive "state of the art" review of current interpretive philosophy, theory, practice and research. Subjects include the promotion, marketing and funding of interpretation, integrated heritage management and infrastructural facilities.

Tilden, Freeman, 1977. *Interpreting our Heritage*, 3rd ed. Chapel Hill: The University of North Carolina Press.
This is cited by a number of authors as an essential work in the field of interpretation. Tilden outlines the basic principles of interpretation and tries to define the complexity of the idea. Essentially he works at revealing meanings and relationships within the places and writings of tourism interpretation. He encourages the actual visitation of sites without the mechanical elements of interpretation, and taking a subjective viewpoint. This book not only interprets but also guides the prospective interpreter toward the ways of the philosophy behind other works of interpretation.

Uzzell, David, ed, 1989. *Heritage Interpretation: Volume 1, The Natural and Built Environment & Volume 2, The Visitor Experience*. England: Belhaven Press.
The first volume handles more of the environmental and perspective within both heritage and interpretation. It tackles such topics as interpretation through cross-cultural perspectives as well as the various views of interpretation and training for interpretation. The second volume focuses on interpretation and how it relates to propaganda, visitor management, and industry. However, it deals with the profitability of the interpretation in relation to site preservation and resource conservation. It tackles regional visitor experiences and perspectives as well as visitor interpretation as a tool for development and analysis.

Product Development

Alderson, William T. 1993. "Standing Out In The Crowd." *History News*, Volume 48, Number 3. American Association for State and Local History. Nashville, Tennessee.
This article identifies a number of attributes, and how to develop those for an historical site or museum to succeed as a heritage tourist attraction.

Hargrove, Cheryl. 1994. *Getting Started: How to Succeed in Heritage Tourism*. Available from the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.
This 48-page four color guide helps communities to combine preservation and tourism to obtain manageable economic growth.

Heritage Tourism: Partnerships and Responsibilities. 1994. Co-published by the National Trust for Historic Preservation and the American Association for the State and Local History. Contact the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.

Herbert, David T., R.C. Prentice, and C.J. Thomas, eds. 1989. *Heritage Sites: Strategies for Marketing and Development*. Aldershot, England: Gower Publishing Company, 1989.
This book addresses the key features of the emergence of heritage sites as visitor attractions. It is based upon a major research project in Wales, but also draws heavily upon a much wider range of experience available in the extant literature.

Preservation & Protection

Ashworth, G.J. and J.E. Tunbridge. 1990. *The Tourist--Historic City*. New York/London: Belhaven Press, 1990.
This book develops the concept of the tourist-historic city as a practical means of managing urban places of historical value. It provides an introduction to the role of conservation in cities and tourism in cities. It discusses and analyses current management and planning in tourist-historic cities in a comparative perspective, illustrated with cases drawn from Europe and North America, Australia, Africa and the Caribbean. It concludes with an assessment of the future of the tourist-historic city as an important element in western urban structure and the planning issues this raises.

Chittenden, Betsy and Jacques Gordon. "Older Historic Buildings and the Preservation Industry." *Preservation Policy Research*, Series No. PPR-001, October 1983.
This report summarizes the findings of a systematic and comprehensive survey of information on America's older and historic buildings and preservation industry, conducted by the Department of Public Policy of the National Trust for Historic Preservation. The answers describe the characteristics of older and historic buildings, the ways they are used and who uses them.

Cole, Barbara A. and Phillip B Herr. 1993. *Managing Change: Coping with the Uncertainties of Unpredictable Growth*. National Trust for Historic Preservation. Washington, DC 20036.
Managing Change addresses how to predict and manage growth related impacts that result from potentially transforming new land uses such as gambling. This workbook is about managing community change. If change occurs due to a new land use the community is also likely to change. Using gambling to illustrate how communities can manage change, this second workbook can be used by other communities that need assistance in managing substantial change.

Derry, Anne., H. Ward Jandl, Carol D. Shull, and Jan Thorman. 1985. "Guidelines for Local Surveys: A Basis for Preservation Planning." *National Register Bulletin*, No.24. National Register of Historic Places. Interagency Resources Division. National Park Service. U.S. Department of the Interior, Washington, D.C.
This bulletin provides guidelines for preparing local surveys to be used as a basis for preservation planning. It is directed towards communities, organizations, federal and state agencies and individuals interested in undertaking surveys of cultural resources.

Leithe, Joni L. and Thomas Muller, John E. Peterson and Susan Robinson. 1994. *The Economic Benefits of Preserving Community Character: A Practical Methodology*. Available from the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.
Preservationists are frequently asked to provide an economic rationale for historic preservation. What are the costs? What are the financial benefits? This workbook takes the reader through a step-by-step methodology for measuring the economic impact of preservation activities.

Lerner, Shereen. 1994. *Archeology and Historic Preservation*. Contact the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.
An excellent primer for organizations or individuals, this booklet covers basic archeological concepts, state and local issues, protection of archeological sites, public programs and key legislation.

Morris, Marya. 1994. *Innovative Tools for Historic Preservation*. Co-published with the American Planning Association. Available from the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.

Munsell, Kenneth., ed. 1982. *Small Town: Historic Preservation Resource Book for Small Communities*. Small Towns Institute, Ellensberg, Washington. (509) 925 1830.
This resource book contains a series of articles relating to the preservation of small towns. The themes include; promoting preservation, education, financing, design and marketing and a series of preservation profiles.

Rypkema, Donovan D. 1994. *The Economics of Historic Preservation: The Community Leader's Guide*. Available from the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.
Preservationists frequently are called upon to make the economic argument as to why buildings should be saved. This publication provides community leaders and organizations with numerous economic arguments supporting historic preservation. It covers situations when an economic argument is needed and to whom it should be directed. A resource guide provides additional information.

Rypkema, Donovan D. 1994. *The Economics of Rehabilitation.* Contact the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.
This publication explains in clear, concise language how preservationists can demonstrate the economic benefits of preserving buildings in their community. The author defines real estate terms and compares the cost of rehabilitation and new construction.

Stipe, Robert E. and Antoinette J. Lee, eds. 1987. *The American Mosaic: Preserving a Nation's Heritage*. US/ICOMOS - International Council on Monuments and Sites, Washington D.C.
The American Mosaic is designed to be read by preservationists, policy-makers in preservation as well as a wider general audience. The book describes the structure of the American preservation system, what is preserved and why and how the American preservation movement arrived at its present situation. As well, the book looks at the strengths and weaknesses of the movement and issues integral to its future.

Stokes. S. et.al., 1989. *Saving America's Countryside*. Johns Hopkins University Press.
A practical "road map" to protecting the natural, historic, scenic and agricultural resources of a rural community.

Wagner, Richard. 1994. *Local Government and Historic Preservation.* Available from the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.
This publication explains the role local governments can play in preserving and enhancing historic resources and how preservation organizations can work with local governments to protect these resources.

White, Bradford J. and Richard J. Roddewig. 1994. *Preparing a Historic Preservation Plan.* Co-published with the American Planning Association. Available from the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.
This 58-page booklet covers city and neighborhood preservation planning as well as regional planning for heritage tourism development and the protection of rural historic resources.

Miscellaneous

Ballantyne, Duncan S. 1983. *Accommodation of Disabled Visitors at Historic Sites in the National Parks System*. Park Historic Architecture Division, Cultural Resources Management, National Park Service, U.S. Department of the Interior, Washington D.C.
This publication has been prepared to assist managers and technical staff in meeting the important goal of giving disabled visitors the opportunity to experience the Park Services historic sites. Divided into two parts, the book provides a guide to understanding physical limitations and solutions to physical accessibility.

Comp, T. Allen, ed. *Regional Heritage Areas: Approaches to Sustainable Development*. Contact the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.
This collection of articles describes regional heritage areas from across the country. A directory of more than 80 regional heritage areas is also included.

Federal Highway Administration. 1988. *Scenic Byways*. U.S. Department of Transportation.
This handbook was prepared as a conference guide and reference for participants at the Scenic Byways '88, A National Conference to Map the Future of America's Scenic Roads and Highways. The handbook provides an overview of the Nation's scenic road programs and is designed to assist in the development of State and local initiatives.

Mastran, Shelley. 1994. *The Protection of America's Scenic Byways*. Contact the National Trust for Historic Preservation, 1785 Massachusetts Avenue NW, Washington, DC 20036. (202) 673 4000.
This booklet describes the scenic byways program at the national, state, and local level and introduces the National Scenic Byways Program established in 1991 by the Intermodal Surface Transportation Efficiency Act (ISTEA). It discusses the formation of corridor management plans and corridor protection strategies, using case studies for illustration.

Teal, Roger., Edward Wood Jr. and William Loudon. 1976. *Tourist Traffic in Small Historic Cities: Analysis, Strategies and Recommendations*. Department of Transportation. Available through the National Technical Information Service, Springfield, Virginia 22161. This report summarizes contemporary transportation issues relating to small cities with historic/scenic sites. The report recognizes the lack of effective policies in this area of travel and suggests further research as a basis for developing policies in this area.

Weiler, Betty and M.C. Hall eds. 1992. *Special Interest Tourism*. Bellhaven Press, London.
Special interest tourism is expected to become a dominant force in the expansion of tourism in the next decade. Special interest travel is travel for people who are going somewhere because they have a particular interest that can be pursued in a particular region or at a particular destination. It is the hub around which the total travel experience is planned and developed. Special interest is sometimes equated with the term "active" tourism.

This publication has been funded with the assistance of a matching grant-in-aid from the National Park Service, under the provisions of the National Historic Preservation Act of 1966 as amended.